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ABSTRACT

This report consists of brief descriptions of projects that, for the most part, are current or were completed in the last 3 years by the Chapin Hall Center for Children at the University of Chicago. The first section, "Problem-Oriented Services for Children and Families," describes 27 studies involving children's problems and the systems and services designed to address them. Projects studied addressed the child welfare system, child health and well-being, substitute care and adoption, family preservation and family support, mental health, and the juvenile court system. The second section, "Community-Based Supports for Children and Families," describes 33 studies concerned with the development and well-being of all children, usually with a community orientation; many of these projects focus on poor or disadvantaged children. Projects addressed primary services for child and youth development; comprehensive community strategies; documentation, evaluation, and technical assistance; and schools. The third section, "Special Consultations and Other Activities," describes five activities that supplement Chapin Hall's research agenda, including training programs and consultations with foundations. Lists of earlier projects are included in each section. (TM)

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Chapin Hall Center for Children at the University of Chicago

ects Fall 1995

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The Chapin Hall Center for Children at the University of Chicago was established in 1985 as a research and development center dedicated to bringing sound information, rigorous analyses, innovative ideas, and an independent perspective to the ongoing public debate about the needs of children and the ways in which those needs can best be met.

The Center focuses its work on all children, while devoting special attention to children facing special risks or challenges, such as poverty, abuse and neglect, and mental and physical illness. The contexts in which children are supported—primarily their families and communities—are an area of particular interest.

Chapin Hall's work is shaped by a dual commitment to the worlds of research and policy. This requires that our work meet both the exacting standards of university research and the practical needs of policy and program development, and that we work to advance knowledge and to disseminate it.

Chapin Hall is committed to diversity not only of race, ethnicity, gender, sexual orientation, and physical ability but also of experience, discipline, and viewpoint. The multiple perspectives brought to bear on our work are a source of its strength.

Chapin Hall's commitment to all children while devoting special attention to those experiencing serious problems is reflected in the range of its research projects.

- The first section of this booklet presents Chapin Hall studies involving children's problems and the systems and services designed to address them, including child welfare, mental health, and the juvenile court.
- The second section presents studies concerned with the development and well-being of all children, usually with a community orientation, because of the importance of communities in the lives of children and families. Many of these projects include a special focus on children who are poor or otherwise disadvantaged.
- The final section presents a variety of activities undertaken to supplement Chapin Hall's research agenda, including training programs and consultations with foundations.

Most of the projects described are current or were completed in the last three years. Rounding out the picture of Chapin Hall's work in each area are listings of earlier projects.

For additional information on projects of interest, please contact one of the staff members listed at:

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I. Problem-Oriented Services for Children and Families

The Child Welfare System

Child welfare systems everywhere are under great stress and often under attack. Rising caseloads and tightened budgets threaten the ability of these systems to respond to child and family needs. Chapin Hall has undertaken a number of projects addressing systemic issues in child welfare, including information for policy, child welfare reform, decision-making processes, the use of expert systems, and the operation of child welfare systems. Also presented here are studies cutting across aspects of the system, such as multiple service use, or the interaction of different child welfare services or agencies.

The Integrated Database on Children's Services

Robert Goerge, John Van Voorhis, Bong Joo Lee

Since 1989, researchers at Chapin Hall have been working to develop a unique computer database documenting public services rendered to Illinois children in order to yield a comprehensive picture of children's contact over time with publicly provided or financed service programs. This integrated database makes it possible to produce an aggregate picture of the entire network of relationships linking children and public services, utilizing data routinely collected by the agencies for administrative purposes. Because the responsibility of each agency is limited and distinct, none currently possesses a complete view of the service history of a family or of the problems with which a family is struggling. The database reflects the experiences of the entire population of Illinois children who have had contact with the child welfare, juvenile justice, AFDC, Medicaid, special education, and mental health systems over the course of more than a decade. The database is continually updated and services are added continuously. Recently, services for children with disabilities have been added. Chapin Hall's database illuminates poorly understood aspects of the children's services system and enhances understanding of children's contact with, and movement through, these services. The initial analysis of the database has provided, for the first time, an unduplicated count of children receiving publicly supported social services in Illinois as of June 1990. See *Chapin Hall Publications: Fall 1995* for information on publications relating to the integrated database. The integrated database has been developed with funding from the Annie E. Casey Foundation, the Edna McConnell Clark Foundation, the Spencer Foundation, the Illinois Department of Children and Family Services, and the U.S. Department of Health and Human Services. Ongoing.

Multi-Service Use among Families with Children in the State of Illinois

Robert Goerge, Teresa Sommer, Bong Joo Lee, John Van Voorhis, Eboni Howard, Allen Harden, Allison Harris

Analyzing data from the Integrated Database (see above), Chapin Hall researchers examined social service use among children and families in the State of Illinois. The analyses focused on overlaps in social service use and patterns of movement among services in various populations of social service clients, using both cross-sectional and longitudinal analyses. The project has produced four reports on the risk factors associated with higher levels of service involvement and the extent to which there is multiple service use among Illinois families with children. (For additional information on the project report, see the listing for Discussion Paper 056 in *Chapin Hall Publications: Fall 1995.*) This project was supported by funding from the American Enterprise Institute (AEI), a Washington-D.C.-based policy center, and from the U.S. Department of Health and Human Services (under the grant designating Chapin Hall a National Child Welfare Research Center; see the Special Consultations and Other Activities section below). 1994.

Quick Response Quantitative Indicator Analysis Project

Robert Goerge, Lucy Mackey

Under a contract with the Illinois Department of Children and Family Services (DCFS), Chapin Hall performs quick, complex analyses at the request of DCFS. The analyses requested vary considerably according to the current needs of policymakers and managers. In the past three years, Chapin Hall has examined such topics as the experiences of substance-exposed infants and children hospitalized for psychiatric care, and has developed a set of baseline performance indicators for each DCFS service delivery area, known as Local Area Networks (LANs). Chapin Hall has created, and continues to maintain, a database that stores DCFS computerized administrative records in a research-efficient data structure. This database, which contains both foster care and abuse and neglect records, is part of a larger structure, the Integrated Database (IDB) on Children's Service (see above). The IDB's inclusion of data on other human services, including public aid, special education, and mental health, allows Chapin Hall to analyze the broader experiences of children in the child welfare system. Ongoing.

The Children's Policy Project: The Future of Children's Services in Illinois

Harold Richman, Matthew Stagner, Robert Boruch, Marvin Cohen, Richard Gaskins, Robert George, Roland Kulla, Mary Ann Hartnett, Kirsten Gronbjerg

In order to understand how the state might provide better care to needy and vulnerable children, this project was unusual in the scope of its concerns, which included theoretical, operational, and financial aspects of the children's services system. Chapin Hall examined the legal foundation, structure, funding, client population, use of evaluation, and goals of the child welfare services system in Illinois, focusing on the Illinois Department of Children and Family Services. It was also noteworthy in its objectives: to provide a review of and recommendations for the operation of the current system, and to offer one or more alternative approaches that the state might employ to improve its ability to respond to children's needs. The project included an examination of the role of private service agencies in providing public services, analysis of the Chapin Hall Integrated Database on Children's Services, and examination of alternative systems for providing children's services being used elsewhere. The results of the study were widely disseminated, in a Chapin Hall report entitled *Rethinking Child Welfare Services: A Summary of Findings from the Children's Policy Project* (see *Chapin Hall Publications: Fall 1995* for more information on the report), and through briefings of public officials and private providers of human services. The project's alternative approach to human services planning and delivery was endorsed in a *Chicago Sun-Times* lead editorial in December 1993, when the report was released. Sponsors of the project included the Illinois Department of Children and Family Services, The Spencer Foundation, The Chicago Community Trust, the Field Foundation of Illinois, the Robert R. McCormick Charitable Trust, the Ford Foundation, the Helen V. Brach Foundation, and the Gaylord and Dorothy Donnelley Foundation. 1993.

Tracking Children from Report to Reunification: Developing a Core Set of Data Related to Child Welfare

Robert George, Allen Harden, Bong Joo Lee, John Van Voorhis, Bill Mitlyng, Lisa Sanfilippo

The Office of the Assistant Secretary for Planning and Evaluation of the U.S. Department of Health and Human Services has provided Chapin Hall with a grant to link child protective services data (data about abuse and neglect investigations) with child welfare services data (data about foster care and other services that children and families receive) in three states: Illinois, Michigan, and Missouri. The linked data will help us to understand (1) what happens between an agency's first receipt of a report that a child has been abused or neglected and the receipt of services by the child, and (2) how abuse and neglect history and service receipt are related. The indicators that will be developed and analyzed using the event-history method include: the time that elapses between important events (initial report, investigation, indication, case opening, placement, reunification, and discharge) in the human service careers of children and families; and cross-tabulations of the numbers of children experiencing each of these events and the outcomes of the events. This project is tied to the Multi-State Foster Care Data Archive being constructed at Chapin Hall. The Archive has already brought to the Center the child welfare services data required for the new data linkage. Phase I will include data from Illinois and Michigan and will be completed by the end of 1995. Phase II includes data from Illinois, Michigan, and Missouri and will be completed in 1996.

Child Welfare Reform: The Big Picture—A State Perspective

Robert George, Harold Richman, Clark Peters, Ginger Ostro

The recent shift toward increased state and local control of child welfare services has made it difficult to track changes and innovations in the field because of the large number of jurisdictions and lack of any central information clearinghouse. Recognizing the opportunities for learning from the various new efforts being undertaken in child welfare reform, Chapin Hall, through our HHS National Child Welfare Research Center (see description in Special Consultations and Other Activities section), undertook a study of child welfare reform at the state and local level throughout the country to answer the following questions: (1) What was the nature of the aggregate changes in child welfare that were taking place across the country? and (2) Did a common definition of "child welfare reform" exist? Chapin Hall interviewed child welfare administrators in thirteen states, five counties, and one city (New York), and reviewed relevant documents, including consent decrees, implementation plans, Child Welfare Services (Title IV-B) Plans, and legislation.

This study culminated in a report which serves several purposes. First, it outlines the many forces pressing for change in child welfare. These forces include a 331% increase in reports of child abuse and neglect since 1976, a nationwide increase of 150,000 children in substitute care from 1987-1992, class action litigation resulting in consent decrees and court-ordered reforms, legislative changes, and increased media attention. The report also describes the two major themes that emerged as the study was conducted. The first is a move away from individual-based services and

toward viewing the family as the critical client of social service programs. The second is a shift from centralized management and delivery toward having the community play a larger role in social service. The report goes on to provide strategies for creating an ongoing forum for discussion among child welfare administrators and agency directors, and suggests further questions to guide such discussions. The researchers propose an agenda for long-term research in this area, including establishing a database to track changes in child welfare and their effects across the country in a detailed fashion. The researchers took a significant step toward starting a dialogue by presenting their findings at the annual conference of the National Association of Public Child Welfare Administrators (NAPCWA) in Washington, DC, in July 1995. Efforts to continue this project are ongoing.

Society's Response to Abuse and Neglect
John Schuerman, Joan Costello, Julia Littell

The essential values and principles that currently drive the child welfare field were examined in this project. The resulting paper, Problems and Prospects in Society's Response to Abuse and Neglect (see *Chapin Hall Publications: Fall 1995* under Discussion Paper 053 for more about this published report), discusses the foundations of our society's system for responding to the abuse and neglect of children, suggests some directions for reform of the system, and considers the need for knowledge development to support those reforms. It examines three basic principles underlying the current child welfare system—permanency, least restrictive alternative, and reasonable efforts—describes their flaws, and suggests an alternative set of principles to serve as the basis of future reforms. The paper drew heavily on data and analyses from Chapin Hall's Evaluation of the Family First Placement Prevention Program, described in the Family Preservation and Family Support section in this publication. This was an activity of the HHS National Child Welfare Research Center at Chapin Hall (see Special Consultations and Other Activities section, below). (For more information on the paper from this project, see *Chapin Hall Publications: Fall 1995.*) 1994.

Child Welfare Expert Systems
John Schuerman, Stephen Budde, Penny Johnson

Caseworkers must make critical decisions affecting the lives of children and their families. This project is developing the computer program, KIDRISK, an expert consulting system that will assist caseworkers with decision-making in the early stages of work with families in which there has been an allegation of child abuse or neglect. It is hoped that such programs will be useful in large public child welfare agencies, where relatively inexperienced workers must often cope with large caseloads. This project has been conducted with the assistance of staff at the Illinois Department of Children and Family Services and the Juvenile Protective Association of Chicago. Ongoing.

Understanding Placement Decisions in Child Welfare
John Schuerman, Peter Rossi, Stephen Budde

This project involves a three-phase study of decisions to provide substitute care to children who have been abused or neglected. The first phase explored the degree of agreement among experts on placement decisions and factors that influenced decisions in a sample of cases drawn from a state child welfare agency. The second phase examined these same issues but used a larger and more systematically selected sample of cases, gathered better information about the cases, and increased the size of the panel of experts. The third phase is exploring the decision-making of frontline child protection investigators in these cases and examining the implications of findings for training and policy in child welfare decision-making. The project is funded by the U.S. Department of Health and Human Services, Administration for Children and Families Children's Bureau. 1996.

Child Abuse and Neglect: Families, Neighborhoods, and Service Systems
Robert George, David Yu, Allen Harden

This project has been designed to improve understanding of what determines the experiences of children and families in the child protection/welfare system, to support the efforts of public agencies to address abuse and neglect both before and after it happens, and to improve the methods available to researchers in this area. With funding from an anonymous donor and using Illinois as a case study, this study seeks to accomplish several things. First, it aims to better understand how children's experiences in the child protective system vary by the characteristics of children, their families, their neighborhoods, their services systems, and the interrelationships among these by looking at various population demographic analyses. Secondly, through direct analysis of individual-level records of child abuse and neglect reports, investigations, and child and family records, the project will develop an analytic and statistical framework for researchers and state analysts to use in developing data into useful information for planning, evaluation, monitoring, and program development. The final objective of this project is to assist states in implementing family support and preservation by providing information on what determines the actions of child protection agencies and systems, and thus the experiences of children and families in the system. 1996.

Assisting the Clark Foundation Child Protection Initiative
Mike Weber

Chapin Hall is assisting the Edna McConnell Clark Foundation of New York in its effort to develop and implement a Child Protection Reform Initiative. The project will produce a comparison of the current system to the proposed conceptual framework, an operational set of "effective practices," and a self-assessment tool that communities and child protection agencies can use to compare their child protection systems with the proposed community-based practice. The ongoing work of this project has been to disseminate within the child protection and child welfare systems the conceptual framework that has emerged, and to operationalize the framework through component "effective practices;" it will now focus on providing technical assistance to communities seeking to establish such practices. 1996.

Developing and Evaluating Community-Based Service Systems and Supports for Children and Families
Teresa Eckrich Sommer

This project examined the experiences of low-income families with the social services available to them in a Chicago community. The study involved a series of personal interviews with each family, as well as participants' observations of social service interactions. The research examined three aspects of families' perspectives on their social service experiences: (1) how they perceive their role in accessing and using the social service system; (2) how they perceive social service organizations (specifically, Head Start and Public Aid) and the organizations' goals; and (3) how they perceive social service providers and the service delivery process. This research has potential for expanding current debates about social service reforms, bringing in these aspects of families' experiences, and discussing the costs and benefits of person-centered, site-centered, and information-centered coordination strategies in light of these users' experiences. It also provides a conceptual orientation for the notion of social service users as customers. 1995.

Earlier Completed Projects

Help-Seeking and the Use of Social Service Providers by Welfare Families in Chicago
Sponsor: Chicago Community Trust
Staff: Harold Richman, Matthew Stagner
Year completed: 1986

The Use of Computerized Data in Child Welfare Case Management
Sponsor: Illinois Department of Children and Family Services, Edna McConnell Clark Foundation
Staff: Mary Ann Hartnett, Mark Testa
Year completed: 1988

Expert Consulting Systems in Child Welfare
Sponsor: Arie and Ida Crown Memorial
Staff: John Schuerman, Stephen Budde, Penny Johnson
Year completed: 1989

Using Information Technology to Improve the Integration and Monitoring of the Human Services
Sponsor: Ford Foundation
Staff: Matthew Stagner, Tracey Deutsch
Year completed: 1992

Adolescents in Child Welfare Systems
Sponsor: National Academy of Sciences
Staff: Robert Goerge
Year completed: 1992

Social Service Needs of Older Adolescent DCFS Wards
Sponsor: Illinois Department of Children and Family Services
Staff: Robert Goerge, Ruth Osuch
Year completed: 1992

Youth Service System
Sponsor: Joyce Foundation
Staff: Kirsten Gronbjerg
Year completed: 1988

Child Welfare in Illinois: "Reflections of a Displaced Bureaucrat"
Sponsor: John D. And Catherine T. MacArthur Foundation
Staff: Roland Kulla
Year completed: 1988

DCFS Community Services
Sponsor: Illinois Department of Children and Family Services
Staff: Roxille Glasco
Year completed: 1990

Collaborative Effort to Provide Research to Operating Agencies
Sponsor: Frederick E. and Ida M. Hummell Foundation
Staff: Harold Richman, Matthew Stagner
Year completed: 1990

Impact of Liability Insurance Problems on the Delivery of Services to Children

Sponsor: Allstate Foundation
Staff: Joan Wynn
Year completed: 1986

Comprehensive Study of State and State-Supported Services to Children and Families in Oklahoma

Sponsor: State of Oklahoma
Staff: Harold Richman
Year completed: 1988

Michigan File Creation Project

Sponsor: Skillman Foundation
Project Staff: Robert Goerge
Year completed: 1991

Specific Issues and Services in Child Welfare and Child Well-Being

The needs of children for services to address their problems—child abuse and neglect, parental absence or incapacity, mental or physical illness or disability—are great and growing. This section presents projects designed to shed light on or foster improved functioning in the various service sectors designed to respond to these problems, including substitute care and adoption, family preservation, mental health, and the juvenile court.

Substitute Care and Adoption

Foster care caseloads are rising precipitously around the nation, and the complexities of the foster care experience—children's length of stay in care and the numbers of placements they experience, children's reentry into care after reunification with families—are increasing as well. Reliable information on these matters has been limited in character and not widely available. The foster care system has been a special focus of Chapin Hall research since the Center was established. Other forms of substitute care have also been studied, as have issues in adoption.

Multistate Foster Care Data Archive

Robert Goerge, Fred Wulczyn, Allen Harden

Extending the methods developed for its Illinois Integrated Database on Children's Services (seen in the description in the Child Welfare System section above), Chapin Hall has established the Multistate Foster Care Data Archive. The Archive is a database of foster care career histories for all children placed in state-supported substitute care living arrangements in participating states. Currently, the Archive contains at least seven years of data from each of seven participating states: California, Florida, Illinois, Michigan, Missouri, New York, and Texas. Nearly one-half of the nation's foster children live in these states, and records for at least five more states will be added to the Archive before 1998. The Archive is constructed from data that are extracted directly from the computerized administrative information systems operated by each state's child welfare agency. Raw records from the states are reprocessed into comparable and flexible analytic structures at Chapin Hall; the information is longitudinal at the individual level. Analysis of Archive data is designed to support policy and practice, helping researchers, policymakers, and service providers understand issues such as caseload dynamics, placement duration, multiple placements, reentry, and case outcomes across states, over time, and between communities. Chapin Hall has published two reports on findings from the data archive (see *Chapin Hall Publications: Fall 1995* for more information on these reports). Sponsored by the U.S. Department of Health and Human Services, Administration on Children and Families. Ongoing.

Caring for Children Who Need Out-of-Home Placement

Joan Costello

The Milbank Memorial Fund asked Chapin Hall to prepare a briefing report that discussed the issues surrounding placement of children outside of their homes. The prevailing wisdom in the child welfare field is that family care is the most desirable option for children who require placement in substitute care, particularly children age 10 and younger. The report lays out the factors that argue in favor of family care and those that might make group care a more desirable option, including a discussion of the many forms of both family and group care and their advantages and disadvantages for different populations of children. These issues are discussed in five different contexts: comparative perspectives, historical developments, individual differences, developmental stages, and relevant populations. The discussion under each category outlines the complexity and difficulty of providing quality care for children whose families can not or will not care for them, in addition to the impact different types of substitute care can have on the lives of these children. 1995.

A Study of Adoption Disruption and Dissolution in Illinois

Robert Goerge, Eboni Howard, David Yu

Adoption disruption refers to the return of a child from an adoptive placement to the child welfare agency before the adoption has been legalized. Using the Integrated Database

on Children's Services in Illinois (see description in the Child Welfare System section above), researchers investigated the incidence of adoption disruption and dissolution, as well as several characteristics that relate to adoption outcomes. The characteristics examined include family and child demographics, the child's experience of abuse or neglect, and the amount of time a child spent in foster care. Using a technique called "probabilistic record linkage," Chapin Hall researchers were able to reliably identify disrupted and dissolved adoptions and to search children's foster care careers for related characteristics without intruding into the lives of the children or their families. The research team determined disruption and dissolution rates of 12 percent and 4 percent respectively. Other findings showed that the characteristics with the strongest influence on disruption and dissolution were the age of the child at placement or adoption, and the number of years a child has spent in care before placement or adoption. The findings of this study will enable the child welfare field to better understand which adoption cases are most likely not to be finalized. This project resulted in Chapin Hall Discussion Paper 059 (see *Chapin Hall Publications: Fall 1995*). The project is one of Chapin Hall's activities as an HHS National Child Welfare Research Center (see the Special Consultations and Other Activities section, below). 1995.

Earlier Completed Projects

Data Necessary to Support National Policy Functions in Foster Care and Adoption
Sponsor: U.S. Senate Advisory Committee on Adoption and Foster Care
Staff: Mark Testa
Year completed: 1987

Child Foster Care Welfare Reform Project
Sponsor: Annie E. Casey Foundation
Staff: Roland Kulla
Year completed: 1992

Advocate Home Network Demonstration in Illinois
Sponsor: Illinois Department of Children and Family Services
Staff: Joan Costello
Year completed: 1989

Residential Schools for Children Revisited
Sponsor: Commonwealth Fund of New York
Staff: Joan Costello
Year completed: 1990

Foster Care Outcomes Since the Passage of P.L. 96-272
Sponsor: U.S. Government Accounting Office
Staff: Robert Goerge
Year completed: 1990

Effects of Caseworker Activity on Outcomes of Foster Children
Sponsor: U.S. Department of Health and Human Services
Staff: Robert Goerge
Year completed: 1992

Policy and Resource Factors in the Achievement of Permanency for Foster Children in Illinois
Sponsor: U.S. Department of Health and Human Services: Administration on Children, Youth, and Families
Staff: Mark Testa, Robert Goerge
Year completed: 1988

Public Policy and the Dynamics of Foster Care: A Multistate Study of Placement Histories
Sponsor: U.S. Department of Health and Human Services: Assistant Secretary for Planning and Evaluation
Staff: Robert Goerge, Fred Wulczyn
Year completed: 1991

Financial and Service Determinants of Children's Careers in Substitute Care
Sponsor: U.S. Department of Health and Human Services
Staff: Mark Testa, Robert Goerge
Year completed: 1990

Foster Care Placement: The Child's Perspective
Sponsor: Dr. Scholl Foundation
Staff: Harold Richman, Penny Johnson
Year completed: 1988

The Reunification Process in Substitute Care
Sponsor: Internally funded
Staff: Robert Goerge
Year completed: 1990

Special Education Needs of Foster Children
Sponsor: The Spencer Foundation
Staff: Robert Goerge
Year completed: 1991

Family Preservation and Family Support

Family preservation takes on the challenge of keeping children in homes where they may be at risk in order that they may gain the benefits of being with their parents. This approach to caring for children has been the subject of federal legislation and is the subject of continuing debate. Chapin Hall conducted the largest state-level study of family preservation in Illinois and is now involved in the first national study on this subject.

The National Evaluation of Family Preservation Services

John Schuerman, Peter Rossi

Chapin Hall is participating in the design of a national evaluation of family preservation programs under the terms of the Omnibus Budget Reconciliation Act (OBRA), passed by Congress in 1993. OBRA established a five-year capped entitlement program for family preservation services totaling nearly $1 billion. This evaluation is expected to play a key role in the reauthorization proceedings. About 500 families in each of six sites throughout the country will be selected for the study in a year-long experiment designed to determine causal connections between interventions and outcomes. These families will be randomly assigned either to a treatment group that receives family preservation services, or to a control group that does not receive family preservation services but receives other child welfare services. The evaluation will include extensive interviews with investigating workers, caseworkers, and caretakers of each family while families are receiving service, as well as after the conclusion of service provision. Cost and case history information will be derived from the agency's administrative data for twenty-four months after families enroll in the study. This combination of qualitative and quantitative analysis should enable Chapin Hall and its collaborators, Westat, Inc., and James Bell Associates, to provide a comprehensive picture of family preservation services and their effects. The project is funded by the U.S. Department of Health and Human Services, Assistant Secretary for Planning and Evaluation, 1998.

Evaluation of the Family First Placement Prevention Program

John Schuerman, Tina Rzepnicki, Julia Littell

Over a five-year period, the State of Illinois contracted with Chapin Hall to conduct a large-scale evaluation of the state family preservation program, called Family First. Like family preservation programs tried in other states, Family First sought to provide short-term, intensive, in-home services to families as an alternative to the removal of a child from the home on grounds of abuse and neglect. The scale of the program in Illinois, and variations of its content and structure in various locales, offered an excellent opportunity to understand better what features of family preservation work and why. The evaluation included randomized assignment of families to either Family First or regular services of the Illinois Department of Children and Family Services. A longitudinal survey of a subsample of parents in the program and control groups was also completed. The evaluation tested the effects of family preservation services on subsequent maltreatment and out-of-home placement of children, a wide range of measures of child and family well-being, and further service utilization by clients.

Findings suggest that the program did not actually serve the group of families for whom it was intended. At the outset, relatively few of the children were at risk of placement. As a result, the program had no substantial impact on placement rates. Family First also did not reduce the recurrence of child maltreatment among the families it served. The program did have a "net widening" effect in that it increased the chances that families would become involved in the child welfare system. Family First also resulted in some improvements in several areas of family functioning, but these were very modest and short term. Findings from this project have been widely disseminated and discussed; they have influenced the development of a new federal evaluation of family preservation programs. Publications from this project include a book entitled *Putting Families First: An Experiment in Family Preservation* (Hawthorne, NY: Aldine de Gruyter, 1994), several articles in professional journals, and chapters in edited volumes (see *Chapin Hall Publications: Fall 1995* for details). Funded by the Department of Children and Family Services and the U.S. Department of Health and Human Services, Administration for Children and Families, 1993.

Evaluation of Family Reunification Services Provided under the Illinois Family First Program

John Schuerman, Tina Rzepnicki, Penny Johnson

Illinois' Family First program was designed both to prevent placement of children in substitute care and to support the return of children to their homes after a period in substitute care. This evaluation of the reunification component of Family First determined the extent to which family reunification services provided through Family First resulted in the return home of children placed in substitute care, especially compared to the reunification outcomes of families provided with regular services of the Department of Children and Family Services. Results indicate that the proportion of families reunited (46 percent of the families had at least one child returned home while the family was in the program)

was somewhat less than had been hoped, but was higher than that for a comparison group of families that did not receive the services. Though these results must be viewed cautiously, they are encouraging and suggest the further development of these programs. Using the results, the researchers provided recommendations for new ways to conceptualize reunification programs. Funded by the Illinois Department of Children and Family Services, 1994.

Long-Term Effects of Family Preservation Programs on Child and Family Functioning

Julia Littell, John Schuerman, Tina Rzepnicki

From April 1990 through April 1992, 1,564 families who were eligible for Illinois' Family First program were randomly selected to participate in an experiment conducted by Chapin Hall and the Illinois Department of Children and Family Services (DCFS) to determine the long-term effects of the program on the families. These families were randomly assigned either to Family First or to the regular child welfare service system. Their experiences were tracked through the spring of 1993. To supplement data analysis designed to determine whether families in the Family First program had a reduced rate of out-of-home placement and subsequent child abuse or neglect, 278 parents were interviewed. The interviews shed light on factors that could have implications for children at risk, such as parenting skills, stress and coping skills, informal support, service utilization, and relationships with caseworkers. As in Chapin Hall's initial evaluation of Family First, the long-term monitoring of program participants in this study indicated that the Family First program did not reduce the likelihood of out-of-home placement or subsequent child maltreatment among the families it served. However, the risk of out-of-home placement or subsequent maltreatment was found to be low to begin with, raising important questions about whether family preservation programs are targeted at the right clients. 1994.

What Works Best for Whom in Family Preservation?

Julia Littell, John Schuerman, Amy Chak

Findings from the Chapin Hall studies of family preservations effects on placement prevention and reunification suggested that there were significant differences to be explored in the effects on various groups in family preservation programs produced by various aspects of these programs. In response, researchers began to address the question of what works best for whom in family preservation using data from Chapin Hall's Evaluation of the Illinois Family First Placement Prevention Program (see above description). The project grappled with issues in the identification of important subgroups of families in child welfare. The subgroups selected represent major problems that lead to families' involvement in this service system, including substance abuse, inadequate and dangerous housing conditions, mental illness, and poor parenting skills. The research was aimed at learning as much as possible about each of the subgroups and the services provided to them, and it examined relationships between service characteristics and outcomes for each group. For example, researchers explored the effects of the duration, amounts, and types of services on the risk of out-of-home placement and on the recurrence of child maltreatment for families in each subgroup. This project, sponsored by an anonymous donor, resulted in Chapin Hall Discussion Paper 054 (see *Chapin Hall Publications: Fall 1995* for more information). 1994.

Earlier Completed Projects

Family Support Act: Implications for Children in Poverty

Sponsor: Foundation for Child Development
Staff: Lindsay Chase-Lansdale
Year Completed: 1989

Mental Health

The difficulties experienced by children who are severely emotionally disturbed, the struggles of families caring for children with emotional or developmental disabilities, and the special mental health issues that confront foster children—these are the subject of current Chapin Hall research in this area.

Evaluation of the Illinois Family Assistance Program

Robert George, Ruth Osuch, Maria Minor

For the fourth year, the Illinois Department of Mental Health and Developmental Disabilities asked Chapin Hall to evaluate the Family Assistance Plan, a program established by the passage of Illinois House Bill 69. The purpose of the Family Assistance Plan (FAP) is to prevent out-of-home placements of children with emotional or developmental disabilities and to reduce the stress experienced by families of such children by improving their quality of life. Families selected for the FAP receive a cash stipend of about $420 a month and case management that they may or may not choose to receive. Chapin Hall's evaluations of this program over the past three years have paid close attention to the characteristics of the children and families enrolled in the program, the families' use of formal and informal supports, the relief afforded by the subsidy in families' meeting of care demands of the children, and the families' decisions regarding out-of-home care. This year's evaluation will have the advantage of looking at an additional year of families' experience in the program and at a larger pool of families, including those that entered the program in the last year. It

will also include an added emphasis on the transition of families from the FAP to the Home Based Support Services Program, which they are eligible to enter when their child turns 18. Evaluation methods used by Chapin Hall include administrative data analysis, interviews with families no longer participating in the FAP, interviews with service providers, and a survey taken of two groups of families, one participating in the program and one not participating. This project resulted in the production of Discussion Paper 058 (see *Chapin Hall Publications: Fall 1995*). 1995.

Mental Health Services Utilization of Foster Children

Robert M. Goerge, Tom Pavkov, Bong Joo Lee, Maria Minor

This study attempts to identify the factors that lead to a foster child's psychiatric hospitalization or placement in other restrictive mental health settings during childhood, adolescence, and young adulthood. Through analysis of longitudinal, individual-level information from Illinois' child welfare, mental health, and Medicaid agencies, researchers will determine the effect of handicaps, diagnoses, placement, residential care, abuse and neglect histories, demographic and family characteristics, and other community and group-level indicators on transitions into restrictive mental health service settings. The study population is composed of over 140,000 Illinois foster children, up to age 21, who were removed from the custody of their parents for reasons of abuse, neglect, abandonment, child behavior, or dependency between 1985 and 1994. These children are 55 percent minority, 67 percent AFDC-eligible, and predominantly from single-parent families.

The study is being conducted in cooperation with the Illinois Departments of Mental Health and Developmental Disabilities and Children and Family Services, in a similar manner to the Public Academic Liaison program initiated by the National Institute of Mental Health. (The public liaison program is intended to develop collaborative working relationships between the academic and public mental health service sectors.) In collaboration with these agencies, Chapin Hall researchers have linked computerized administrative data on children's services to form an integrated database on foster care and mental health services. Using the database, the research team aims to: (1) describe the sequence, timing, and duration of mental health services that foster children experience throughout their child welfare careers; (2) construct a mathematical model of the transition of foster children from community-based care to institutions providing mental health services; and (3) help state policymakers use research results as a planning tool for children's mental health services. To date, the research team has examined multi-service use by foster care children, and has completed a descriptive analysis of the utilization of state mental hospitals by youth and an analysis of events preceding and following the psychiatric hospitalization of foster care children. 1995.

Neuropsychological Factors in Programming for Severely Emotionally Disturbed Children and Adolescents

Joan Costello, Patricia Berg, Jane Barden

In recent years, scientists' understanding of neurobiological contributions to serious behavioral and mental health problems in children and youth has grown substantially. The project explored common ground between our expanded knowledge in this area and the key dimensions of programs that are widely applauded as helpful to reclaiming and redirecting the lives of disturbed children and youth. The researchers completed a report, which they hope will be useful to policymakers and practitioners in children's services. They also prepared an annotated bibliography and a report profiling interesting programs they observed. The project was funded by Mrs. Robert Mayer. Refer to Discussion Paper 061 in *Chapin Hall Publications: Fall 1995*. 1994.

Earlier Completed Projects

Mental Health Planning for Emotionally Handicapped Children in Illinois

Sponsor: Illinois Educational Consortium, for Governor's Office
Staff: Joan Costello, Robert Goerge
Year completed: 1989

System of Care for Emotionally Disturbed Children

Sponsor: Illinois Department of Mental Health and Developmental Disabilities
Staff: Roland Kulla
Year completed: 1988

Child Health and Well-Being

The service system response to children with illnesses or disabilities has long been a special interest at Chapin Hall. The same is true of teenage childbearing, a public health issue with consequences for both mothers and children. Monitoring the well-being of all children resulted in Chapin Hall's first published product, *The State of the Child: 1985*; that work continued into the recent past with the Center's participation in Kids Count.

Service Utilization and Characteristics of Disabled Children

Robert George, Lucy Mackey, Allison Harris

In a study funded by the U.S. Department of Health and Human Services (HHS), Chapin Hall researchers embarked in 1994 on an examination of demographic and socioeconomic characteristics and human service utilization of disabled children in Illinois. Children with disabilities (including but not limited to physical, emotional, and developmental disabilities) are eligible to receive services including income assistance in the form of Supplemental Security Income (SSI), health insurance through Medicaid, early intervention programs administered by both the Department of Mental Health and Developmental Disabilities and the Board of Education, and special education programs through the schools. Unique because of its use of the Integrated Database on Childrens Services in Illinois (see description in Child Welfare Section), the study will focus on all children identified in administrative records as receiving one or all of these services. The final product will describe the trends in demographic characteristics of disabled children, the extent to which socioeconomic characteristics relate to child disability, and the movement of disabled children between different types of services. Chapin Hall will elaborate on the public policy implications of the findings to assist HHS, the Illinois Department of Children and Family Services, and state child welfare agencies in designing their services as effectively and responsively as possible. 1996.

Teenage Childbearing and Child Welfare Service Use

Robert George, Bong Joo Lee

Chapin Hall conducted research on the effects of teenage childbearing on child protective and child welfare services as part of a larger study of the effects of teenage childbearing being coordinated by the Catalyst Institute, a Chicago consulting firm, and funded by the Robin Hood Foundation. Our analysis showed that there is a significant relationship between maternal age and the likelihood of child abuse/neglect. The data indicated that children born to teenage mothers are much more likely to be indicated as victims of abuse and neglect during their early childhood than those born to non-teenagers. For example, even after controlling for other demographic factors, we found that children born to mothers aged 16 and 17 are over one and one-half times more likely to have an indicated child abuse/neglect report than those born to mothers aged 20 to 21. The investigators found that children of teen mothers are at a greater risk of being placed in foster care even after controlling for other demographic characteristics. Finally, the study found that the estimated costs of teenage childbearing on child protective and child welfare service systems are significant in fiscal terms. The analysis showed that delaying first births would result in estimated annual reductions in national foster care costs of 150 million dollars to 2.5 billion dollars depending on the number of years of delay. 1995.

Kids Count

Robert George, Stephen Grant, David Yu, Mairead Reidy

In 1994, Voices for Illinois Children, a statewide, multi-issue, not-for-profit action group for children, published *Illinois Kids Count* (which was also published in 1992 and 1993 and will be in 1995) and its companion, *Chicago Kids Count*. *Chicago Kids Count* is a community-by-community profile of child well-being in each of Chicago's 77 neighborhoods. There are twelve indicators profiled under the categories of Education, Health, Economic Security, and Special Needs. Drawing on the Integrated Database on Children's Services in Illinois (see description in Child Welfare section), we were able to provide Voices for Illinois Children with data for five of the indicators from 1992 to 1994: infant mortality, low birth weight, abuse and neglect, foster care, and new families at risk. In 1995, we will add an indicator on the multiple service use of children in Illinois in 1990 and 1995. Completed annually from 1992-1995.

Earlier Completed Projects

State of the Child

Sponsor: Lloyd A. Fry Foundation
Staff: Mark Testa
Year completed: 1985

Support for Families of Children with Disabilities at Home and in the Community

Sponsor: LaRabida Children's Hospital
Staff: Julia Littell, Stephen Grant
Year completed: 1987

Poverty, Ethnicity, and Health in Chicago

Sponsor: Chicago Community Trust, National Opinion Research Center
Staff: Noah Lewin-Epstein
Year completed: 1989

Study of Chronic Illness Among Children in Illinois

Sponsor: Colman Fund for the Well-Being of Children and Youth
Staff: Harold Richman, Elizabeth A. Kutza, Arthur E. Kohrman
Year completed: 1986

Child Care Needs in Illinois
Sponsor: Illinois Department of Children and Family Services
Staff: Joan Costello
Year completed: 1986

Infant Mortality Information and Evaluation Systems Project
Sponsor: The Woodlawn Organization
Staff: Harold Richman
Year completed: 1988

Effects of Teen Motherhood on Children: A Family View
Sponsor: National Institutes of Child Health and Human Development, National Opinion Research Center
Staff: Lindsay Chase-Lansdale
Year completed: 1992

Social Support for Adolescent Mothers: Pregnancy, School Completion, and Remaining in the Parental Home
Sponsor: U.S. Department of Health and Human Services
Staff: Mark Testa, Linda K. Bowen
Year completed: 1987

Juvenile Court System

As child welfare caseloads and the number of children living in poverty continue to increase dramatically, so grows the number of children and youth in the juvenile court system. Most indicators show that this trend will only worsen over the coming years. Chapin Hall is currently undertaking a study of the implementation of the Illinois Court Improvement Project. It is hoped that this study of one of the largest juvenile court systems in the country will lead to other work with juvenile courts, particularly where we can examine the relationship between the courts and the rest of the service system in order to figure out ways in which policies can be designed more effectively.

Illinois Court Improvement Project Assessment
Sheila Merry, Robert Goerge, Clark Peters, Maria Minor

The Court Improvement Project (CIP) is a federally funded initiative established to assess court compliance with federal and state mandates in the area of abuse and neglect hearings, to identify barriers to compliance, to develop an action plan for addressing those barriers, and finally to fund the implementation of that action plan. The money has been made available to all states if they choose to apply for it. In Illinois, the funding went to the Citizens' Committee of the Juvenile Court, which selected Chapin Hall to conduct the research necessary to inform their efforts. Chapin Hall's assessment is intended to support the development of an agenda of court reforms that achieve a renewed commitment to timely permanency for children in substitute care, or at risk of coming into substitute care. The project involves conducting preliminary interviews with key court personnel, working with members of the Citizens' Committee to identify and acquire necessary sources of administrative data, and creating a research design.

Key research questions to be explored include: (1) What is the magnitude and nature of the challenge faced by the Juvenile Court of Cook County in the area of child protection? (e.g., caseload size, nature of cases, demographics, recidivism) (2) To what extent do current court practices comply with state and federal mandates as they relate to the timely achievement of permanency? (3) Assuming the court is not in compliance, what are the current procedures, policies, practices, and circumstances that cause unproductive delay and result in the court's inability to comply with these legal mandates and to meet the needs of children and families? The final product, to be delivered in the summer of 1996, will consist of two reports, one that describes the research findings, and another that identifies the barriers to timely permanency for children and outlines concrete recommendations for the Committee to consider as it develops its action plan for court reform, 1996.

Earlier Completed Projects

Study on Diversion of Youth in the Community-Based Youth Service System
Sponsor: Illinois Department of Children and Family Services
Staff: Irving Spergel, Mary Ann Hartnett
Year completed: 1990

Court Case Mediation
Sponsor: Los Angeles County
Staff: Roland Kulla
Year completed: 1990

Judicial Review of Children in Substitute Care
Sponsor: American Judicature Society, National Science Foundation
Staff: Mary Ann Hartnett, John Schuerman
Year completed: 1989

II. Community-Based Supports for Children and Families

Primary Services for Child and Youth Development

Primary services are activities and institutions that have as their goals enriching children's lives, supplementing the supports children receive from families and providing them when they are missing, and helping children and parents to address problems when they arise. These should be a part of the everyday lives of children and families. Included in the ranks of primary services are music, drama, art groups, organized sports, after-school programs, the Ys, Scouts, Boys and Girls Clubs, parks, libraries, museums, community centers, and settlement houses. These services and supports, often taken for granted or seen simply as recreational activities, are in fact critical elements of the service system for children and families. Primary services are an essential complement to the specialized services that are designed solely to respond to child and family problems, such as child welfare and mental health services. The evolution of this work can be traced from early Chapin Hall studies of offerings for children in various communities through the establishment of the Chicago Community Trust's $30 million Children, Youth and Families Initiative to the current development of a field of research and action in primary services.

Children, Families, and Communities: A New Approach to Social Services

Joan Wynn, Joan Costello, Robert Halpern, Harold Richman

This study, sponsored by the Ford Foundation and the Lilly Endowment, refines and extends a set of ideas developed by Chapin Hall for the Chicago Community Trust in a 1990 study. This resulted in a Chapin Hall Report (see *Chapin Hall Publications: Fall 1995*) in which the research team argues for a shift in current policy and in the programs that flow from it; a shift from a policy aimed almost exclusively at reacting to problems to a policy that will both enhance child development and family functioning and respond appropriately to problems as they arise. Their research has suggested that the existing definition of social services should be broadened to include both developmentally oriented primary services—such as day care and after-school programs, sports teams, youth volunteer opportunities, parent support and education programs—and the resources of parks, libraries, settlement houses, and community centers, that offer "normative" support to all children in a community. These would be added to the widely recognized components of the children's services system—the traditional "specialized" services—including child welfare, mental health, and juvenile justice—that respond to problems. The report further proposes that both primary and specialized services should function as part of a community-directed infrastructure of services to support children and parents. As a result of this seminal study, the Chicago Community Trust embarked on its Children, Youth, and Families Initiative, a $30 million grant-making program supporting development of this broadened infrastructure of services in eight Chicago-area communities, 1994.

A Monograph Profiling Primary Service Programs

Joan Wynn

Many primary service programs appear to meet youth needs and build competencies. By identifying and profiling such programs, this project will illustrate the diversity of primary service programs, their influences on youth, and the practices they use in trying to achieve these effects. Program profiles will be placed in a context that describes the roles primary services can play as part of a broader structure of services in communities, as well as the obstacles they face. Chapin Hall is collaborating on this project with the Center for Youth Development and Policy Research, a Washington-based research center. The Lilly Endowment has provided support for this project. *Chapin Hill Publications: Fall 1995* has information on the resulting paper "People, Places, and Possibilities: Community Organizations and Youth Development," 1996.

Primary Services: Developing a Field of Research and Action for Children, Families, and Communities

Joan Costello, Harold Richman, Renae Ogletree, Amelia Kohm

Through an examination of the fundamental ideas, issues, and activities in primary services, Chapin Hall aims to shape a coherent field of research from scattered information and ideas. Currently, no body of research or systematic documentation of these programs and activities exists. With a grant from the Elizabeth Morse Charitable Trust, Chapin Hall is undertaking a series of studies and activities to increase understanding of various aspects of primary services, including: how they currently operate, the reasons young people do or do not participate, and the benefits of participation. Findings will be communicated to children and families, service providers, funders, and policy makers to inform

debate and decisions on building community infrastructures that promote child and youth development. 1996.

Recruiting and Training Staff for Primary Services

Joan Costello, Renae Ogletree

Chapin Hall's work in developing the concept of primary services soon gave rise to questions about the recruitment, retention, and training of staff who lead child and youth activities in primary service settings. Done for the Chicago Community Trust to support their initial exploration into funding projects in primary services, the profile looked at staff backgrounds and roles, salaries, career goals, recruitment, incentives, and social expectations. The Trust used this report in the planning and implementation of the Children, Youth, and Families Initiative (see the description for Children, Families, and Communities, above). As the Initiative got underway, the Trust requested that Chapin Hall take the study further and explore ways of improving the recruitment and retention of talented people into the primary services field. In 1993, the research team produced a report that proposed establishing a Consortium designed to promote education and training of youth workers in the primary services field in the Chicago area. The proposal discusses what is necessary to create a common field of practice among many and diverse youth-serving organizations. One of the report's recommendations is to create a Youth Development Associate Credential, a certificate that could make youth work a more knowledge-based and skill-based career option. 1993.

Training of Youth Development Workers: Evidence of Benefits

Joan Costello

Chapin Hall was asked by the DeWitt Wallace-Reader's Digest Fund to assess the benefits of youth worker training in order to inform their grant-making in this area. The report provided a description of the current state of knowledge in the field of youth worker training and proposed recommendations for building a better knowledge base. The report focused on answering several key questions. These included whether evidence exists to justify training youth workers, whether we know anything from other fields that can be transferred to youth worker training, and what future steps could be taken to build a research base on the impact of youth worker training. The report concluded that youth work is on the verge of becoming a full-fledged human service field and that paying attention to training now is vital for the development of the field in the near future. The report recommended a research agenda covering five areas: a demographic view of the youth worker labor force, the merits of credentialing programs as an alternative to preservice educational requirements, studies of program development, applications of different training methods to the diverse missions of youth organizations, and defining the benefits and limits of evaluations. 1995.

Review of Grants in Professional Development of Youth Workers

Prudence Brown, Renae Ogletree, Sunil Garg

Since 1990, the DeWitt Wallace-Readers' Digest Fund (the Fund) has committed over $35 million in grants to the area of training and professional development of youth workers. Informed by the use of Chapin Hall's previous work in the area of youth worker training, the Fund asked us to evaluate their grant-making of the previous five years to determine how well they met their goals and to recommend a future course. Although their goals were many, they fit within three broad themes: increasing the competence and retention of current staff; increasing the pool of qualified, diverse, and interested applicants; and building the capacity of youth organizations to provide quality services in a time of decreasing resources. Chapin Hall's report to the Fund developed three major recommendations. Because the Fund's grants in this area had been made exclusively to national organizations, the report recommended that the staff development initiatives extend to local affiliates and member agencies. The report also recommended that the Fund support local and regional intermediaries that are dedicated to building capacity in low-income communities to deliver services embodying a youth development approach. Finally, the report offered a set of recommendations toward further professionalizing the field of youth work. 1995.

Sports and Recreation Activities for Youth in Chicago

Joan Wynn, Laurence Stanton, Diana Mendley-Rauner

In an attempt to assess the quality and availability of sports and recreation activities in Chicago, Chapin Hall researchers conducted interviews city-wide with school principals and athletic directors, Park District personnel, directors of city-wide and community-based private agencies, community organizers and volunteers, and civic advocacy and watchdog groups. The study, sponsored by the Chicago Community Trust, was prompted by the Chicago Board of Education's 1992 threat to eliminate all funding for sports and extracurricular activities from its budget in an attempt to save money, and was fueled by a growing perception that the Park District has failed to provide adequate recreational opportunities for Chicago youth. The researchers analyzed the interview data to present a picture of the current situation to develop policy recommendations that might improve the

availability and quality of activities for youth. The recommendations helped inform a reform effort underway at the Chicago Park District, and the report was distributed to an audience including the Trust, major public providers of recreational activities, and the numerous task forces that have been convened to discuss the needs of youth in Chicago. Please refer to *Chapin Hall Publications: Fall 1995* for information on the published report Discussion Paper 051, 1993.

Lilly Endowment Research Grants Program on Youth and Caring

Robert Chaskin, Harold Richman, Diana Rauner, Lindsay Chase-Lansdale, Theresa Hawley

This research grants program sought to determine the dimensions and usefulness of the concept of "caring" as a behavioral construct, and to explore ways in which environments and services could better engender and support caring attitudes and behavior in youth. Chapin Hall managed the program on behalf of and with funding from the Lilly Endowment, with assistance from a national advisory committee. The program made 23 grants for explorations of the caring concept. A report, *Youth and Caring: Developing a Field of Practice and Inquiry*, presents the research products of the program and includes a partially annotated 500-entry interdisciplinary bibliography on the subject. The report, published in 1991, highlights several studies and reports commissioned by the Grants Program. Robert Chaskin and Diana Rauner guest-edited a special section on youth and caring in the May 1995 edition of *Phi Delta Kappan*, a journal of educational research and theory. Additional efforts include a book now in preparation at Chapin Hall that will put these ideas before a bigger and more diverse national audience. Please refer to *Chapin Hall Publications: Fall 1995* for publication information. 1996.

Earlier Completed Projects

One on One Tutoring

Sponsor: The Walgreen Company
Staff: Joan Costello
Year completed: 1992

Long-Term Effects of Involvement in Extracurricular Activities during Adolescence: A Secondary Analysis of the High School and Beyond Data

Sponsor: Robert R. McCormick Tribune Foundation
Staff: Julia Littell
Year completed: 1992

Role of After-School Programs in the Lives of Inner-City Children

Sponsor: Robert R. McCormick Tribune Foundation
Staff: Robert Halpern
Year completed: 1990

Communities and Adolescents: An Exploration of Reciprocal Supports

Sponsor: William T. Grant Foundation
Staff: Joan Wynn
Year completed: 1988

Availability and Use of Community Resources for Young Adolescents

Sponsor: William T. Grant Foundation, Robert R. McCormick Tribune Foundation, Kraft Foundation
Staff: Julia Littell, Joan Wynn
Year completed: 1989

Comprehensive Community Strategies

Chapin Hall's holistic conceptualization of children's services at the community level also brought to the forefront of our work questions about how the conditions within a community impact children's lives. In recent years, the social service field has also experienced a shift toward viewing communities in a holistic manner for policy purposes. Rather than creating programs to solve one specific problem, community revitalization is increasingly being seen as a comprehensive process where social, economic, and physical infrastructures need to be built simultaneously, because they all directly affect one another. The projects listed in this section explore important issues faced by policy makers, funders, and communities when creating comprehensive community-based efforts.

Roundtable on Comprehensive Community Initiatives for Children and Families

Harold Richman, Prudence Brown, Robert Chaskin, Mark Joseph

The Roundtable is a forum organized to bring together the funders, operators, evaluators, and advisors of comprehensive community initiatives (CCIs) to discuss the challenges they are facing and the lessons they are learning. Formed in 1992, it is co-chaired by Harold Richman and Lisbeth Schorr and operates under the auspices of the Aspen Institute. Chapin Hall staff have been involved in two of the Roundtable's projects. Prudence Brown is a member of the Steering Committee on Education and a contributor to that Committee's volume that explores the "lack of fit" that exists between current evaluation methods and the need to learn

from and judge the effectiveness of CCIs (See *Chapin Hall Publications: Fall 1995* for more on the published report). Chapin Hall staff have also joined Roundtable staff in a review of CCI experiences to date and will produce a report in the Spring of 1996 on the early lessons that have been discerned by active participants in the field—funders, directors, staff, evaluators, community residents, and observers. 1996.

Core Issues in Comprehensive Community-Building Initiatives

Rebecca Stone, Prudence Brown, Robert Chaskin, Joan Wynn, Renae Ogletree, Sunil Garg, Steve Baker, Mark Joseph, William Mollard, Tim Hacsi, Gayatri Sethi, Lisa Dwyer

The creation of new initiatives in comprehensive community-building has outpaced theoretical understanding of community change and other underpinnings of the comprehensive, community-focused approach. Chapin Hall, with funding from the Rockefeller Foundation, is drawing on its research staff's diverse experience and expertise with community-building initiatives to publish a set of essays addressing "core issues" in comprehensive community-building efforts for children and families. Topical essays (on for example, the role of sponsors, neighborhood governance issues, the economic context for community-building, different visions of a "built community," and the role of community organizing) will be accompanied in a final volume by several op-ed length "response" essays written by others in the field. By asking others in the field to "respond" to Chapin Hall's essays rather than writing on pre-agreed topics, we aim to maximize the sense of dialogue between essays and response pieces and, in that way, promote further discussion in the field. See *Chapin Hall Publications: Fall 1995* for additional information. 1996.

Handsnet Comprehensive Strategies Forum

Rebecca Stone, Sylvan Robb, Amelia Kohm

Chapin Hall was awarded a contract from HandsNet, Inc. to develop the concept for and manage a computer-based, information-sharing forum on Comprehensive Strategies for Children, Youth, and Families. HandsNet is a national, interactive computer network devoted to enhancing information exchange and collaboration among organizations and professionals working in social welfare and human services fields. The network connects over 5,000 community-based agencies, service providers, research centers, advocacy organizations, grassroots agencies, national membership organizations, and policy makers, allowing for daily information sharing, discussion, and debate on a host of different program and policy issues. The Children, Youth and Families area on HandsNet, which includes (to date) forums on Comprehensive Strategies, Child Welfare, Family Economic Security, Youth Development, Education Issues, Hunger and Nutrition, Early Childhood, and an activist forum called Welfare Reform Watch, significantly expanded the substantive breadth and membership of the network; in less than a year, these forums became the most heavily trafficked of all the areas on HandsNet.

As manager of the Comprehensive Strategies Forum, Chapin Hall helped to define a dynamic and increasingly important field of practice that bridges the worlds of children and family services and community development. The Comprehensive Strategies Forum provides professionals in these areas both an opportunity and the impetus to take a broader perspective and integrate the learning from fields of research and program experience that have been quite isolated historically. The forum focuses particularly on learning from and about new strategies and initiatives that take a holistic, comprehensive view of families and communities, and efforts to build collaborative community models for supporting the healthy development of both. Ongoing.

Comprehensive Community Initiatives—Issues and Opportunities for Learning

Rebecca Stone

In 1991, the Rockefeller Foundation asked Chapin Hall to develop a paper describing the generation of new urban initiatives taking a more comprehensive, community-based approach to poverty alleviation and family support. Fueled by national philanthropy, the number of these new collaborative community interventions grew rapidly. The eventual product, a paper entitled *Comprehensive Community-Building Strategies: Issues and Opportunities for Learning* discusses comprehensive, community-building strategies for children and families, including two major components of current initiatives—child and family services, and community development. It raises some key questions and pinpoints issues by looking across the spectrum of initiatives, rather than in detail at one or two. The paper sketches the need for information sharing, open communication, and evaluation, and the barriers to those activities. Finally, it suggests some ways in which computer networking might help to break down those barriers and strengthen learning, policy, and practice. 1994.

Effects of Philanthropy on Community Empowerment Initiatives

Prudence Brown, Joan Wynn

Foundations are increasingly sponsoring initiatives, framed in community empowerment terms, that are designed to address the problems faced by children and families in distressed neighborhoods. Recognizing the limits of top-down, externally imposed approaches to dealing with the problems

of poverty, these initiatives place a defining emphasis on local capacity-building, leadership development, and agendas that are "community-driven." This study, funded by the Aspen Institute, aims to illuminate for foundations the challenges that are inherent in creating partnerships with community grantees while maintaining traditional lines of accountability and ultimate authority. Chapin Hall will conduct case studies of six such partnerships along with individual and focus group interviews with key stakeholders from a diverse group of initiatives. The findings are expected to inform and improve grantmaking practices that balance foundation mandates with community-change objectives. 1996.

Community-Based Initiatives in Historical Perspective

Harold Richman, Tim Hasci

Since the 1960s, comprehensive efforts to rebuild poor urban communities have risen, fallen, and are now rising again. If current and future efforts are to be successful, we need to understand the ways in which earlier efforts to shape urban communities succeeded and failed. Perhaps more important is the need to understand more about how communities have sought to help themselves, and to explore the relationship between outside efforts to shape urban communities and more indigenous efforts. Researchers on this project surveyed the role of the community in dealing with problems, especially poverty, throughout American history, from the colonial era to today's foundation-sponsored initiatives and government-sponsored empowerment zones. This research was conducted under the grant designating Chapin Hall a National Child Welfare Research Center (see description in the Special Consultations and Other Activities section). 1995.

Defining Neighborhood: History, Theory and Practice

Robert Chaskin

This Chapin Hall report, published in 1995, (see *Chapin Hall Publications: Fall 1995* for more information on the published report) explores the use of the neighborhood as a unit of action and identity. Because neighborhoods are increasingly becoming the point of delivery for services, it is important to understand them in all of their diversity. Drawing on an extensive literature review and a telephone survey of foundations involved in neighborhood-based initiatives, this report describes the difficulties encountered in trying to establish a uniform definition or draw definite boundaries around a given neighborhood. Neighborhoods are defined, perceived, and experienced differently by different people. For purposes of programmatic planning, when a neighborhood-based strategy is chosen, the target neighborhood needs to be defined heuristically—with a given programmatic focus and target population in mind—and the process of definition needs to be informed by both a theoretical understanding of the construct and by sound descriptive information on the particular context in which it exists. 1995.

The Issue of Governance in Neighborhood-Based Initiatives

Harold Richman, Robert Chaskin, Sunil Garg

The large number of foundation-sponsored, neighborhood-based initiatives that are involved in comprehensive neighborhood development exhibit a couple of notable common features. These initiatives all seek to bring responsibility for service planning and delivery closer to the people and communities to be served, and almost all have chosen to accomplish this goal by creating a new governance structure at the neighborhood level. The establishment of such structures may engender conflict or cooperation (or both, or neither) with the government entities within whose jurisdiction an initiative falls. Chapin Hall received a grant from the Danforth Foundation to explore the relationship among neighborhood-based initiatives, their governance mechanisms, and the local governmental units from which they must draw both jurisdiction and funds. The grant supported the development of a paper, which includes a literature review and the results of a survey of foundation staff (see *Chapin Hall Publications: Fall 1995* for information about Discussion Paper 052). The research team also drew on the expertise of a working group that includes outside researchers and other Chapin Hall staff involved in neighborhood-based initiatives. 1994.

Governance from the Perspective of Government

Robert Chaskin, Ali Abunimah

With the support of the Annie E. Casey Foundation, Chapin Hall has recently embarked on two new projects dealing with the issue of governance. One looks at governance within the current Empowerment Zone initiative sites (see next section's entry "Governance in Empowerment Zone Communities"), and the other is a two-part study of governance in neighborhood-based initiatives. The first part will focus on the issue of neighborhood governance from the perspective of local government, culminating in a companion paper to Chapin Hall's recent paper entitled *The Issue of Governance in Neighborhood-Based Initiatives* (see above entry). A literature review will outline past and current approaches to neighborhood governance, and interviews with a group of respondents representing various levels of local government in places where neighborhood-based initiatives are taking place will determine perceptions of the impact these initiatives have on the established local government. The second part of this study will focus on the development of a research plan for an empirical investigation of a range of approaches to neighborhood governance in practice. The research will focus on several specific issues: (1) the nature of representation and

issues of legitimacy and connection; (2) the nature of the relationship between neighborhood governance structures and local government (which includes issues of auspice and long-term viability); (3) approaches to organizational structure and the appropriate levels at which decisions and actions should be taken; and (4) the goal of developing neighborhood capacity as it exists and is developing within initiatives that feature neighborhood governance. 1996.

Development of a Community Information Infrastructure

Harold Richman, Robert George, Prudence Brown, Robert Chaskin, Teresa Eckrich Sommer, Sudhir Venkatesh, John Van Voorhis, Gina Barclay-McLaughlin

The Information Infrastructure Project is an attempt to provide both a conceptual and empirical model of the circumstances, needs, opportunities, and dynamics of neighborhood life as well as a process for implementing this model in potential pilot communities. A baseline description of a neighborhood will include information on the personal and social circumstances of neighborhood residents; the social relations among individuals or groups; the economic opportunities made available to them; the physical environment in which they reside; the commercial, municipal, and human services within the neighborhood; and the values, beliefs, and perceptions held by individuals and groups that influence these five aspects of community life. An Information Infrastructure for a community will be made up of existing census data from within the community, and survey and ethnographic data. It aims to capture both the qualitative and quantitative dynamics of community change to provide a comprehensive picture of a community's resources. In addition to the information just described, an Information Infrastructure will also provide tools for identifying and collecting additional information needed for a particular purpose by an identified neighborhood stakeholder or set of stakeholders, who will be initially defined as those planning and implementing a comprehensive community initiative. Implementation of the tools will also involve community residents and other community actors in participatory data collection, organization, and dissemination. Once developed, the project is designed to empower community stakeholders to design more informed strategic plans for community initiatives as well to assist them in developing an evaluation process for these initiatives. 1996.

Earlier Completed Projects

Alternatives to Age-Based Service Provision

Sponsor: Chicago Community Trust
Staff: Bernice Neugarten, Harold Richman
Year completed: 1991

Documentation, Evaluation, and Technical Assistance

The limitations of categorical, problem-based services for children and families, which gave rise to Chapin Hall's work with primary services, have also led to widespread development of comprehensive, community-based initiatives. Private funders, and government policy makers to some extent, are increasingly supporting community development efforts based on the principles of community self-determination and the necessity of developing the economic, social, and physical infrastructures simultaneously. Chapin Hall's work on the concepts underlying new approaches to community-based services led to involvement in many of these initiatives in recent years as documenter or evaluator. The initiatives include the Children, Youth, and Families Initiative of the Chicago Community Trust, which was spawned from Chapin Hall's initial work with primary services, and the Neighborhood and Family Initiative (NFI), which is part of the Ford Foundation's long-standing Urban Poverty Program. In addition to work in our Chicago home, these efforts have taken us to sites of other initiatives such as Milwaukee, Detroit, Memphis, Hartford, New York, West Palm Beach, and Oakland.

Child and Family Services in Metropolitan Chicago: Documenting the Children, Youth, and Families Initiative

Joan Wynn, Harold Richman, Sheila Merry

In its Children, Youth, and Families Initiative, the Chicago Community Trust is supporting the implementation of social service reform in the Chicago metropolitan area. Through grants for planning and improving service, the Initiative is creating an infrastructure of services in communities that can enhance child development and family functioning as well as respond to problems. The shape of the Initiative was determined by reforms proposed in a study commissioned by the Trust and conducted by Chapin Hall (see *Children, Families, and Communities: A New Approach to Social Services* in the Primary Services for Child and Youth Development section). Building this infrastructure entails creating a collaborative goal-setting and planning capacity within communities as well as mechanisms that enhance access to services for individual children and parents. The Trust has committed $30 million through the end of the decade to exploring these reforms in eight Chicago communities. Chapin Hall researchers are conducting a process documentation focusing on the evolution of the Initiative, and have written annual reports chronicling the progress made and inevitable challenges encountered. This project led to the report *Children, Families, and Communities: Early Lessons from a New Approach to Social Services* and the article, "Enhancing Social Services for

Children, Youth, and Families" (see *Chapin Hall Publications: Fall 1995* for more information). Ongoing.

Neighborhood and Family Initiative Evaluation

Harold Richman, Robert Chaskin, Mark Joseph, Selma Dansokho

The Neighborhood and Family Initiative (NFI) is an innovative community development program launched by the Ford Foundation through the agency of community foundations in four cities (Detroit, Memphis, Milwaukee, and Hartford). NFI employs community development strategies that recognize the interrelationship of social, physical, and economic development, which have historically been treated as separate spheres of action. The Initiative depends on the active participation of neighborhood residents and professionals, as well as professionals beyond the community. These participants serve on a collaborative board charged with the development and implementation of a strategic plan for the neighborhood. Chapin Hall's role is to explicate and refine the theoretical assumptions of the Initiative and to monitor the processes and outcomes of the four community programs. The research team has also been providing technical assistance to sites for the development of local assessments of their progress. Chapin Hall and participants in NFI's Hartford and Memphis neighborhoods collaboratively developed and implemented a neighborhood survey in each of the two communities. The survey focused primarily on residents' perceptions of their neighborhood and what it has to offer them, their place within the neighborhood, and possibilities for neighborhood improvement. Chapin Hall has published three reports based on the evaluation (see *Chapin Hall Publications: Fall 1995* for more on these reports). Ongoing.

YouthNet

Harold Richman, Sunil Garg

In its June 1994 report, *Blueprints for Change*, Chicago Mayor Richard M. Daley's Youth Development Task Force outlined recommendations and strategies to support youth development, the first and most fundamental being the development of YouthNet. YouthNet calls for the creation of service networks located throughout Chicago's neighborhoods that support positive youth development and provide opportunities to young people and their families. This cohesive infrastructure supporting the development of youth is to provide an array of recreational, social, and educational programs tailored to the needs of young people and their families. While YouthNet is a community-level effort, fundamental to its realization is the strengthening of public-private partnerships, including support from all levels of government. In response to the report, Mayor Daley established the Chicago for Youth Office, and this office selected six sites in which to pilot YouthNet beginning in January 1995. The experiences of the six pilot sites offer great possibilities for guiding further program development and replication, particularly given the diversity of the pilot sites' organizational structures and program strategies. Consequently, the Chicago for Youth Office engaged Chapin Hall to document the activities of the six sites through the pilot period, to draw lessons for management and program refinement as YouthNet is implemented and considered for possible replication throughout Chicago, 1996.

Governance in Empowerment Zone Communities

Robert Chaskin, Clark Peters

Chapin Hall is embarking on a study of governance in the 15 federally designated Empowerment Zones (EZs) and Enhanced Enterprise Communities (EECs) under the same grant from the Annie E. Casey Foundation as the "Governance from the Perspective of Government" project described in the section above. Empowerment Zones are the federal government's current attempt to address the problem of chronic poverty by implementing a locally driven, comprehensive community development initiative. EZs and EECs are given grants to support the building of physical infrastructure and the creation of social services. They also receive tax credits to assist them in bringing businesses into the community. Each pilot site has its own governing body, as designated in its proposal for funding. Chapin Hall's study will develop brief case-specific descriptions of the governance structures and processes in each EZ and EEC to provide a distillation of emerging issues and common concerns across sites, 1996.

Youth as Resources

Joan Costello, Lisa Pickens

In a unique effort to take youth seriously as contributors, the Youth as Resources (YAR) program seeks to foster opportunities for young people to give something to their communities by awarding grants, averaging $2,500, to youth-generated projects. The program, sponsored by several foundations and active in several states, is currently in its second year of operation in the Grand Boulevard community of Chicago. Grand Boulevard is home to the Robert Taylor Homes, the largest public housing project in the world and the site of Chapin Hall documentation of the Children, Youth, and Families Initiative and YouthNet (see project descriptions for each, listed above). With funding from the National Crime Prevention Council (NCPC), Chapin Hall is beginning a study of the program. The

analysis will include: (1) collecting formative evaluation data about the YAR program; (2) offering impressions about outcomes based on descriptive and observational data; (3) describing and analyzing the motivations, attitudes, and skills of YAR participants in relation to the characteristics YAR is intended to foster among youth; and (4) relating the above findings to the literature on adolescent development among African-American youth. Participants from each of the first two years will be interviewed and tested using several instruments developed for use with minority students to determine the program's effects on their self-esteem, self-concept, views of community, and achievement orientation. Besides these youth characteristics, the study will also gather and use demographic information and program data, and will look at program operations and community issues. The project will hire young people from the community to work as research assistants. 1996.

Community-Building Roles of the Settlement House

Prudence Brown, Janice Hirota

Community-building efforts require the active involvement of local institutions—schools, community development corporations, churches, and social service organizations. One critical aspect of these institutions' involvement is an intermediary function: it is through such entities that services are integrated, community problems are addressed, and the community voice is expressed and connected to the larger political and social arenas. Settlement houses have a long tradition of being embedded in their communities and are well positioned to play an important role in community-building. Chapin Hall staff are working with the United Neighborhood Houses (UNH), an umbrella organization for thirty-eight settlements in New York City, to illuminate the obstacles to community-building activities among the settlements and to identify and encourage successful strategies for overcoming these obstacles. Work products include the publication *Settlement Houses Today: Their Community Building Role* (see *Chapin Hall Publications: Fall 1995*). Ongoing.

Neighborhood Strategies Project

Prudence Brown, Janice Hirota

NSP is a community-building initiative sponsored by the New York Community Trust whose mission is to "organize communities for work" by creating economic opportunity, developing effective pathways to these opportunities, and enhancing civic participation and local support for economic empowerment. This comprehensive approach requires the development of a ready, willing, and able labor force and the simultaneous creation or retention of jobs. An eighteen-month planning and design phase is underway in three communities in New York City: Mott Haven in the South Bronx; Washington Heights in Northern Manhattan; and Williamsburg in Brooklyn. Chapin Hall has assembled a team that has three key functions during this planning phase: (1) to document the planning activities of each of the collaboratives; (2) to work with each collaborative to establish measurable goals and benchmarks of progress; and (3) to prepare a design for evaluating NSP's five-year implementation. 2000.

Community Building in Partnership

Prudence Brown

Community Building in Partnership (CBP) is an effort to "transform" Baltimore's Sandtown-Winchester neighborhood through a partnership between the Mayor's Office, the Enterprise Foundation, and neighborhood residents. In 1994, the Conservation Company assembled a team that includes staff from Chapin Hall and from the Schaefer Center for Public Policy at the University of Baltimore to begin a multi-year evaluation of CBP. The first year's objectives were to reconstruct to the extent possible the evolution of the initiative from 1990-1994, to document ongoing objectives and operating assumptions, and to develop interim markers of progress. 1996.

Belle Glade Documentation

Prudence Brown

Chapin Hall staff are documenting the evolution of a comprehensive development project in Belle Glade, Florida, that is receiving support from the Mott, MacArthur, and Van Leer Foundations and the Community Foundation of Palm Beach and Martin Counties, and being implemented by the Glades Community Development Corporation (GCDC). The Glades is an agricultural region in West Palm Beach County, which is physically and socially isolated from the coast. Racially mixed among African-American, Haitian, Hispanic, and white, the majority of the residents live near or below the poverty line, and only 40 percent are high school graduates. The GCDC has a particular focus on economic development in the context of a broad community-building agenda. The goal of the documentation is to describe the implementation of the project, distill lessons and themes, and reflect on how the project's experience relates to the emerging body of knowledge about comprehensive development strategies. 1995.

Partnership for Neighborhood Initiatives Assistance and Evaluation
Harold Richman, Renae Ogletree

The Partnership for Neighborhood Initiatives (PNI) is a five-year demonstration project with financial support and commitment from twelve private and public funding bodies in Palm Beach County, Florida. PNI's goals are to develop healthier, more competent communities by reshaping the delivery of health, human services, and training at the neighborhood level and by developing neighborhood-based leadership and involvement in six targeted neighborhoods. Chapin Hall is providing assistance in the planning and development of the initiative and in the development and implementation of a documentation strategy. 1997.

Information Systems of the Pew Children's Initiative: Technical Assistance
Robert George

Chapin Hall served as a technical assistance provider to the Pew Charitable Trusts Children's Initiative. Chapin Hall's involvement with the Pew Initiative continued its development of data archives and of the Integrated Database on Children's Services in Illinois (see description in Child Welfare section). Pew implemented a prevention-oriented, comprehensive, family-focused, community-based initiative in three states over a nine-year period to bring about a number of program and system reforms in child and family services. One of the Initiative's goals was to improve access to and effective use of necessary services by children and families, partly through a network of family centers spread throughout selected communities. In pursuit of this goal, the Initiative encouraged each participating state to develop an integrated, interagency database. 1994.

Save the Children's STAR Program
Robert Chaskin, Mark Joseph

STAR (Serious Teens Acting Responsibly) is a youth development program that was founded by a group of parents in Jasper County, South Carolina, who were committed to finding solutions to the deteriorating economic and social conditions in the poor rural town of Hardeeville. The program's central feature is a governing Youth Board through which participants in STAR determine program direction and activities. The Save the Children Federation, an international federation of program areas that provides services to children and youth and promotes community development, hopes to replicate the STAR program nationally. At the request of the Federation, Chapin Hall researchers provided a brief description and rapid assessment of the nature and organizational structure of the program as it was being implemented in three sites: Hardeeville, South Carolina; Halifax, Virginia; and Bridgeport, Connecticut. 1994.

California Community Assessment
Prudence Brown, Mark Joseph

East Bay Funders (EBF) is a group of foundations in the California Bay Area that joined together to create and support several community-based neighborhood development initiatives. After four years of operation, EBF found itself at a crossroads in its evolution. EBF asked Chapin Hall to provide an outside "snapshot" assessment of the enterprise in order to inform EBF's decision making about its future course. 1995.

Schools

In its early days, Chapin Hall focused its work on issues where there seemed to be a dearth of useful research. Schools traditionally have been widely studied and examined. Because a holistic view of child development contains schools as a prominent piece, Chapin Hall is moving toward conducting more research in the area of schools, particularly when they are looked at in relation to other social institutions we are already studying. Education policy makers have expressed a need for assistance with gathering and making use of solid, reliable data about the ever-changing population of students. The first project listed here aims to accomplish this by working with the Chicago Public Schools as they go through the widely publicized process of school reform.

Chicago Public Schools Data Archive
Robert George, John Van Voorhis, Bill Mutlyng, Steve Meyer

In November of 1994, Chapin Hall entered into a partnership with the Chicago Public Schools and the Center for School Improvement to develop a database to enhance the capacity of the school district to research and analyze characteristics of the student population in the district. The initial steps included acquiring existing administrative data on students, teachers, and schools from the school district, consulting with district officials regarding their informational and analytical needs, designing and creating the database, and converting all of the data to a workable format. With the database up and running at Chapin Hall, researchers are transferring the technology to the School Board Research and Evaluation Division. The Center for School Improvement, also at the University of Chicago, is working closely with the Chicago Public Schools on school reform and serves as liaison between Chapin Hall and the school

district as the database is implemented. Chapin Hall will provide technical assistance and ongoing updating of the database. The database includes data on test scores, special education and bilingual status, and grades and school registration histories. Soon, Chapin Hall hopes to add the school data to its Integrated Database on Children's Services in Illinois (see description in Child Welfare Section), thus adding another piece to the composite picture of children's experiences in the human service system. 1995.

School Resources Project

Joan Wynn, William Mollard, Samuel Whalen, Eboni Howard

This project, commissioned by the Fund for Community Redevelopment and Revitalization, documents current resources and priority concerns among public schools in three Chicago communities: Woodlawn, North Kenwood-Oakland, and Hyde Park. The project, which involved 24 public schools (3 high schools and 21 feeder elementary schools), is part of a larger community revitalization initiative facilitated by the Fund that focuses primarily on housing, community safety, and education. Undertaken at the request of school principals, aims of the schools project were to identify available resources and concerns among area schools as baseline information for use in planning a schools-community demonstration project. Researchers interviewed school principals to ascertain resources available to and needed by area schools. Specifically, the project documented school classification and structure, academic curricula, extra-curricular and extended day activities, school events, existing facilities, support services, approaches to staff development, and existing partnerships among schools and between schools and community organizations, as well as other resources outside the schools. 1995.

III. Special Consultations and Other Activities

Center for Children in Israel
Harold Richman

A group of anonymous donors, interested in helping societies in periods of fundamental transition and moved by the advent of the peace process in Israel, is funding the establishment of a new policy research center for children in Jerusalem. These donors have also supported the work of Chapin Hall and believe that policy research and development for children is vital for effective social policy. Their intent in supporting the new center in Jerusalem is that it be a replication of the Chapin Hall Center and they have named Harold Richman as Chairman of the Board. The goal of the new center is to enhance the well-being of all children in Israel and the ability of families and the state to meet their needs, so as to ensure their optimal development, realization of opportunities, and the capacity to contribute to their society. There will be a special emphasis placed on studying the needs of children at risk of not achieving their potential or integrating into Israeli society, including children with social, emotional, or cognitive problems and those exposed to neglect, abuse, or poverty. Special attention will be paid to Arab children as well. At the outset the center in Israel will maintain close contact with Chapin Hall. The board consists of directors from the major government agencies involved with children and lay leaders from the Jewish and Arab communities. Richman and three Chapin Hall colleagues went to Jerusalem last year to assist with the early planning stages of the center. Chapin Hall staff members will be visiting Jerusalem during the year to exchange ideas and to help with the early stages of the center's program development. Ongoing.

National Child Welfare Research Center
Harold Richman, Robert George, Susan Campbell

In 1990, Chapin Hall was designated a National Child Welfare Research Center by the Administration on Children and Families of the U.S. Department of Health and Human Services. Chapin Hall was one of only three such centers named. The award was in the form of a five-year grant under which Chapin Hall could undertake projects of its own design that would advance knowledge, inform policy, and improve practice in child welfare.

Under this grant, Chapin Hall developed a program to train state-level government analysts in the research and policy use of administrative data—the data routinely collected by agencies for administrative purposes, that can be reformulated and analyzed to inform policy and management—and conducted two large and successful training institutes; undertook a national review of child welfare reform activity at the state level. Chapin Hall also conducted research and developed further research recommendations on the basic constructs in service delivery, including in-home, out-of-home, and community-based care, and developed and administered a summer fellowship program that brought students from diverse fields, including medicine, child development, anthropology, law, public policy, and social work, into Chapin Hall and into child welfare placements to enhance the students' interest in child welfare and enrich their training. 1995.

Scholl Fellows Program in Children's Policy Research
Harold Richman, Joan Costello

Since 1989, the Dr. Scholl Foundation has supported meritorious graduate students who have demonstrated an interest in issues involving children and families to work part-time at Chapin Hall. The goal of the program is the same today as when it was begun: to develop informed and dedicated leadership and vigorous thinking in the field of child and family welfare by fostering the development of talented young people who have an interest in child and family policy and who are in the process of shaping their own futures. Two to four students per year are selected as fellows to engage in research on some of today's most pressing children's issues under the tutelage of committed and experienced researchers at Chapin Hall. Ongoing. Funding renewed through end of 1996.

Stone Foundation Grantee Evaluations
Prudence Brown

The W. Clement and Jessie V. Stone Foundation provides grants to organizations that address the problem of homelessness in the greater Chicago area. Chapin Hall was asked to assess the performance of two of its grantees and use these assessments to stimulate among its board a broader discussion of the role of evaluation in grantmaking. 1994.

The Mott Poverty Program
Prudence Brown, Harold Richman

The C.S. Mott Foundation engaged Brown and Richman over a two-year period to help a Foundation team develop objectives, strategies, and an evaluation framework for its new Poverty Program. 1995.

Earlier Completed Projects

Study of Commissions
Sponsor: Ford Foundation
Staff: Joan Wynn
Year Completed: 1991

Creating a Forum for Children's Issues
Sponsor: Robert R. McCormick Tribune Foundation
Staff: Joan Costello
Year Completed: 1988

Leadership in Affecting Poverty (Foundation Evaluation)
Sponsor: Ford Foundation
Staff: Harold Richman, Joan Wynn, Matthew Stagner
Year Completed: 1987

Marillac House: A Sustaining Presence on Chicago's West Side
Sponsor: Chicago Community Trust
Staff: Joan Costello
Year Completed: 1989

Improving the Coordination of Grant Making and Leadership Activities for Children in Oregon
Sponsor: Oregon Community Foundation
Staff: Matthew Stagner, Harold Richman
Year Completed: 1991

Study of Children and Social Service
Sponsor: National Opinion Research Center
Staff: Mary Ann Hartnett
Year Completed: 1991

Effects of Maternal Employment on Child Development: Impacts of the NLS
Sponsor: William T. Grant Foundation
Staff: Lindsay Chase-Lansdale, Bob Michael
Year Completed: 1991

Norm Emergence in Population of Evolving Strategies
Sponsor: National Science Foundation (NSF)
Staff: James S. Coleman
Year Completed: 1987

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